

## **4.4 CULTURAL RESOURCES**

Culturally significant resources are generally separated into two categories: archaeological resources and historical resources. The following section addresses the project's potential to adversely affect archaeological and historical resources at the project site. This analysis is based on existing data review and field inspection of the project site and adjacent areas.

The background research conducted for the project included a review of available information, including National Register of Historic Places (NRHP) and California Register of Historical Resources (CRHR) listings, at the Northwest Information Center (NWIC) at Sonoma State University. In addition, the firm of Jones and Stokes, under contract to EDAW, performed an architectural inventory of the structure (Building 22) on the project site and within the existing San Quentin State Prison (SQSP) boundaries. The results of this inventory are described in this section. The California Department of Corrections and Rehabilitation (CDCR) and an archaeologist from EDAW visited the site and consulted with the State Historic Preservation Officer (SHPO) on April 10, 2007 and April 17, 2007, to confirm the findings presented in this section.

### **4.4.1 EXISTING CONDITIONS**

#### **REGIONAL PREHISTORY**

The earliest archeological study that included the project site (Nelson 1909, cited in CDCR 2004) is also one of the most valuable because Nelson mapped Native American shell mounds in the San Francisco Bay Area before development of the land destroyed a majority of these resources. Nelson recorded two sites near the project site. Excavations were conducted at one of these sites (CA-MRN-80) in 1955 by Treganza (1957, cited in CDCR 2004) who recovered a large number of artifacts as well as eight burials. The second site (CA-MRN-79) was tested in 1980 and found to be almost totally destroyed by previous grading activities (Archeo-Tec 1980a).

A third site (CA-MRN-255) was also recorded by Treganza in the project area. All investigators at this site noted that the upper levels of the site had been destroyed. In reference to this site, an 1860 article in the *Marin* journal reported that "an Indian rancheria of great depth was excavated near San Quentin. Fifteen or sixteen Indian skulls were removed" (Novato Sanitary District 1979). Artifacts found at the site indicated that it was occupied in the Middle Horizon, a cultural period extending from about 2000 B.C. to A.D. 250 (Archeo-Tec 1980b). Evidence of later occupation was probably removed with destruction of the upper levels of the site.

In 1980, Archeo-Tec conducted a subsurface examination within the prison grounds. No cultural material was observed; however, cartographic data of considerable importance was collected (Archeo-Tec 1980b). Early maps of salt marsh areas in the San Quentin vicinity showed that virtually the entire project site was a marshy inlet until it was filled sometime during the early years of the 20th century. Only the far northern edge of the project site, nearest the central ridge of the peninsula, and the hill on the western side of the project site, now known as Dairy Hill, could have been dry enough to allow prehistoric habitation (CDCR 1990).

#### **REGIONAL ETHNOLOGY**

The project site is within the ethnographic territory of the Coast Miwok. There is evidence, from a newspaper account (Taylor 1914) and from an 1860 map of a Coast Miwok village on San Quentin Point during the historic era, which shows "Aldea de los primero habitantes—los viejos" in the area of one of the previously recorded archaeological sites. Taylor places a village somewhere on San Quentin Point in 1849. This location may have been used only after contact with the whites, excluding the much earlier occupation known through archeology. The most recent summary of Coast Miwok ethnology (Kelly 1978) places the nearest main village, "awani-wi," just north of San Rafael.

The Coast Miwok occupied what is now Marin County and part of Sonoma County, as far north as Sebastopol. There is extensive coastline in this territory, and resources from the sea and salt marshes were important for Coast Miwok subsistence.

## **REGIONAL HISTORY**

Despite its location on San Francisco Bay and its possible connection with Sir Francis Drake, Point San Quentin remained relatively undeveloped until recently. There are assertions that Sir Francis Drake may have landed on or near the project site in 1579, but no solid evidence supports this conclusion.

Soon after California became a state in 1850, the legislature authorized the establishment of six state prisons. California's first state prison was established in 1852, on a ship known as the "Waban," which was anchored near Angel Island in the San Francisco Bay. Originally meant to house 40 inmates, by 1853, 150 convicts lived aboard the narrow ship. Due to overcrowding and unsanitary conditions, state warden James M. Estell spearheaded efforts to establish a prison near Mission San Rafael in the San Francisco Bay. Officials used inmate labor aboard the Waban to construct the earliest cellblock (known as "the dungeon," which comprised a portion of the ground level of Building 22) out of brick and rock materials quarried nearby. The structure, designed to house 250 inmates, was completed in 1854. The cells of the original cellblock measured 10 by 6 feet in width and were accessed by an iron door with a small slit. For many years SQSP was the only substantial structure on Point San Quentin (San Quentin Museum Association 2002).

The early years at SQSP marked a grim period for the inmates as little attention was paid to their overall wellbeing. In an effort to keep profits high, prison officials generally treated inmates poorly by overworking and underfeeding them and subjecting them to overcrowded conditions. In spite of this, the prison security system was relatively lax at this time, enabling many inmates to escape the poor conditions. This situation only improved after the State assumed control of SQSP in 1859, ending years of corruption at the facility (SQSP 2002).

Throughout the late 19th century and into the early 20th century, prison officials increased the number of buildings at the facility to meet the needs of the growing inmate population. Officials undertook plans to construct a new dining hall and kitchen as well as an additional cellblock (known as the South Block, which was eventually followed by the construction of the West, East, and North Blocks). An approximately 20-foot high perimeter wall enclosed the entire facility. Prison officials also authorized plans for a two-story brick building for officers and guards, a hospital, a one-story manufacturing building, and a brick main prison entrance. In 1885, Building 22 saw the addition of a hospital, library, chapel, and dining hall. By the turn of the 20th century, Building 22 (along with four cell houses, a sash and blind factory, a hospital, a chapel, a women's department, and various offices) stood as one of the principal buildings in the walled-in portion of the complex (SQSP 2002, San Quentin Museum Association 2002).

From 1900 to 1935, the inmate population at SQSP rose substantially. In response to this population increase, the prison wardens during this period not only authorized the construction of additional prison facilities, but also initiated reform measures to make prison life more beneficial for the inmates. In 1913, Warden James A. Johnston began his term as warden, which spanned 12 years. Johnson, a former warden at Folsom Prison, implemented reform measures mostly designed to reward and encourage good behavior rather than focus on punishment. He introduced several changes to the prison including inmate work programs, educational and industrial training opportunities, improved food quality, and advanced medical treatment and spiritual guidance. To punish bad behavior, the warden instituted solitary confinement, located in the north end of Building 22, rather than corporal punishment. Johnston also oversaw the renovation of Building 22 as well as the completion of the women's administration building, the guard's auditorium, and the construction of a schoolhouse for children of prison employees (SQSP 2002, San Quentin Museum Association 2002).

By the mid-20th century with the arrival of warden Clinton Duffy, SQSP underwent additional changes, including the termination of solitary confinement in Building 22. Duffy also continued to offer educational and vocational

programs to the inmates and improve communication between the inmates and the administration. The social changes continued after Duffy's departure in 1951, as improved educational, vocational, and incentive programs were offered to the inmates. Various construction programs also occurred well into the latter part of the 20th century including the construction of additional medium- and minimum-security buildings (SQSP 2002).

Building 22 remained in use until 2006 when most of it was vacated because of seismic safety concerns. The library remains in use.

## **RESOURCES ON OR ADJACENT TO THE PROJECT SITE**

### ***Archaeological Resources***

A records search was conducted for the project site by the NWIC at Sonoma State University. This search included a review of NRHP and CRHR listings, as well as a review of historic maps of the area. Although the records search did not identify any previous studies or previously recorded sites within the SQSP boundaries, a cultural resources assessment of the project site was conducted in 1990 as part of an EIR (San Quentin Joint Use Facility) for a project that was never implemented by CDCR (CDCR 1990). This report was not submitted to the NWIC or the local historic preservation society but was prepared on behalf of CDCR. A copy of this report is available for review at CDCR, 501 J Street, Sacramento, California. Another previously conducted cultural resource study was completed near the current project area for the CIC EIR. CDCR identified and recorded several San Quentin buildings and structures that were determined to be eligible for listing on the CRHR; these buildings include Warehouse 4, the employee residential district, the schoolhouse building, Tower 5, and the old barn building. The records search results indicated that, to date, no other previously recorded sites or studies have been completed within the boundaries of the SQSP. As noted above, several prehistoric archaeological sites are located in the vicinity of the project.

A field reconnaissance for the current project was conducted by an EDAW archaeologist on April 10, 2007. The entire study area has been previously developed, and is covered with impervious surfaces that obscure ground visibility. Most of the project site is covered with buildings (Building 22) or pavement such that the survey of mineral soil where archaeological material could potentially be viewed was not possible. No archaeological resources were identified at Building 22 or the warehouse site.

### ***Historical Resources***

#### **Historical Resources on the Project Site**

SQSP, first established in 1852, is California's oldest and best-known prison, and is the only state prison housing condemned male inmates. The period of significance of a historical resource is the length of time a property was associated with important events, activities, or persons, and attained the physical characteristics that convey its historical significance. Period of significance usually begins with the date significant activities or events took place. For buildings, the period of significance usually ends with the date of a major alteration or 50 years before the date of evaluation. Both NRHP and the CRHR have established 50 years as a time period to understand the historic importance of a resource. Events and activities that occurred within the last 50 years must be exceptionally important to be recognized as historic and to justify extending a period of significance beyond the limit of 50 years. The period of significance for SQSP is 1852 to 1957 (its origin to 50 years ago). The period of significance for Building 22 is 1854, the initial year of construction of the dungeon, to c.1930, the construction of the Education building, the last building element.

SQSP is not listed in the NRHP or the CRHR; however, certain buildings and structures within the existing SQSP boundaries would likely meet the criteria for listing in both registers. The architectural inventory conducted for the project (by Jones and Stokes, as based on the Carey & Co. report found in Appendix C) identified one group of five connected historic-era buildings within the medical facility portion of the project site (Building 22) that

appears eligible for listing in these registers. This building is discussed in more detail later in this section. No architectural resources are present on the warehouse site.

### Chronology of Important Events and Construction at San Quentin State Prison

The construction chronology of facilities and structures located at SQSP is presented in Table 4.4.1 and identifies the buildings constructed within SQSP through 1989. This chronology is not intended to evaluate whether or not such buildings retain integrity or are otherwise significant. The majority of information in the following table was summarized from an information pamphlet, *Historical Background of San Quentin*, (CDCR 1996). Additional information was obtained from *East Cell Block—Summary Historic Evaluation Report* and *Historic Structures Report: Building 22* (SQSP 1995, 2002), included here as Appendix C. Buildings and structures located within the project site that could be affected or otherwise altered by the project are identified in a **bold** font.

<b>Table 4.4-1</b> <b>Chronology of Important Events and Construction at San Quentin State Prison</b>	
1824	Native American Subchief Quentin (or Kaynteen) was captured on the SQSP site by Mexican soldiers and imprisoned in what is now known as the Presidio in San Francisco. The SQSP site became known as Puente de Quentin.
1850	The U.S. Coast Survey Team named the site Point San Quentin, thereby erroneously labeling Quentin a saint.
1851	A prison ship, the Waban, was anchored near Angel Island, 3 miles southeast of San Quentin.
1852	<p>July 7: 20 acres of land were purchased for \$10,000 at Point San Quentin.</p> <p>July 14: the prison ship Waban (with 40 to 50 prisoners) arrived and was anchored at Point San Quentin.</p> <p>September 5: The deed was granted for brickyard (bricks used for prison construction). (The location of the brickyard is identified on the General Land Office Plat Map, Township 1N, Range 6W, MDB&amp;M, 1865.)</p> <p>October 12: the contract was negotiated to build the first cellblock (a.k.a. the Old Spanish Prison).</p>
1853	The warden's residence was constructed for \$14,453 (frame construction, 41 x 65 feet).
<b>1854</b>	<p><b>An early portion of Building 22 is constructed. This building is used as a lock-up, dungeon, and a hospital quarters for a women's prison.</b></p> <p>The main entrance/guard quarters was constructed for \$11,566.83 (brick and concrete construction, 66- x 69-foot front portico, wings 37 x 191 feet and 37 x 84 feet).</p>
1855	A contract was executed for James Smiley to construct the prison walls using prison labor for \$180,000 (lower 10 feet constructed of rough hewn stone, upper 10 feet constructed of brick, with a 4-foot capstone).
1856-7	One-story manufacturing building parallel to original Building 22 dining hall was constructed (destroyed in a fire in 1875). A cell building, a 30- x 600-foot workshop, the officer's quarters, and the office building were constructed.
<b>1859</b>	<p><b>The "old" hospital, library, chapel, and tubercular ward were constructed for \$9,472 (brick and concrete construction, 52 x 439 feet, addition constructed in 1885). The complex was constructed on top of the 14-cell dungeon.</b></p> <p>The Captain of Yard's office was constructed for \$9,424 (brick construction, demolished in 1956).</p> <p>Folsom was selected as the location of the second state prison to alleviate overcrowding at San Quentin; the first transfer of inmates to Folsom did not occur until 1880.</p>
1861	The State assumed permanent control of administration of San Quentin.
1868	A new prison building was constructed to the design of San Francisco architect A.A. Bennett, who served as State Architect from 1876–1883.
1875	Construction of the second and third units of the Old Spanish Prison were completed (SQSP 1995).
1882	The sash and blind building was constructed parallel to Building 22. The jute mill was constructed to the west of the sash and blind building (both later demolished or destroyed).

<b>Table 4.4-1</b> <b>Chronology of Important Events and Construction at San Quentin State Prison</b>	
1883	The fourth unit of Old Spanish Prison was constructed for \$40,351 (brick construction, 22 x 173 feet).
<b>1885</b>	<b>Additions to the “old” hospital, library, chapel, and tubercular ward (Building 22) were constructed for \$15,258.77. A “new” hospital was constructed of unreinforced masonry on top of the old dining hall (Building 22).</b>
1893	March 23: the state legislature passed the first parole law.  Post 3 was completed for \$590 (reinforced concrete construction, 14-foot diameter, no longer extant).
1902	July 1: Warden M.G. Aguirre reported the net profit from operation of the jute mill for the 3 previous years as \$133,235.75.
c. 1902	Some of the staff residences to the north side of Valley Way (Residences 26, 28, 30, 32, 34, 36, 38, and 40) were constructed of wood frame in the early Craftsman Bungalow style.
1904	Building 50 (portion) and Warehouse 2, 3, and 4 were constructed.
1906	Building 67 and the detergent plant/old slaughter house were constructed.
1909	April 5th: drawings were completed by the State of California Department of Engineering for the construction of new prison buildings, including plans and elevations of an exterior a buttressed wall, a main (south) wing, rotundas linking wings, a “right rear” (east) wing, and a “left rear” (west) wing. The new building drawings were annotated as follows: “Adopted by the Advisory Board/August 8, 1911.” (SQSP 1995)
1910	Construction began on the south block and walls. A contemporary text (not cited) on California prisons notes: “The main wing (south block) of the new cell building at San Quentin is now almost completed, and will represent the highest development of modern prison construction. The building is of reinforced concrete, 570 feet long, 60 feet wide, with walls nearly 7 feet thick at the base and 3½-feet thick at the top, and 46 feet high...All of the labor has thus far been done by the prisoners...The plans of the prison authorities call for two additional wings, one flaring from each end of, and connecting with, the main building....Walls connecting the new building with the old will enclose two additional yards, permitting the segregation of the prisoners into three classes at all times.” (SQSP 1995)
1912	The general mess building (south dining hall) was constructed for \$40,415 (reinforced concrete construction, 187 x 206 feet).
1913	Warden John E. Hoyle abolished striped inmate uniforms.  South block was constructed for \$304,644 (reinforced concrete construction, 75 x 574 feet). With 800 cells, South Block was considered the largest cell block in the world until it was divided into four sections in 1948. There is a photograph of south block and south dining hall in the September 1918 issue of Architect and Engineer of California (page 113, note: the captions are reversed).  A saltwater pumping plant was constructed (reinforced concrete, 17 x 26 feet).  A refrigeration plant was constructed (reinforced concrete construction; after 1975 the building served as the maximum custody noncontact visiting area).  Building 51 (the old barn) was constructed. Previously a horse barn, the building was modified to serve as office space in 1991. The building is currently used for storage.
<b>1914</b>	<b>Building 22 was refurbished. A new tubercular ward was constructed. Additional modifications included enlarged window openings and the addition of concrete steps to the doorway of the “old” hospital. Changes to area known as the operations building included new arched concrete walls and stairs and two concrete pavilions at the north and south entries.</b>
1918	The guard’s auditorium was constructed for \$12,133 (reinforced concrete, 45 x 76 feet).
<b>c. 1920</b>	<b>Building 22 was modified. Window openings on the “new” hospital were changed to doorways with latticed metal gates. A window replaced a door on the north elevation.</b>
1923	Building 95, the San Quentin School House (Valley Way) was constructed.
1925	The boiler room was constructed for \$70,237 (brick and concrete construction, 45 x 60 feet).
1926	Staff residences, numbers 1-31 (odd), 2-24 (even) and 46-52 (even) Valley Way, were constructed of wood frame and stucco, generally in the English Revival style.

<b>Table 4.4-1</b> <b>Chronology of Important Events and Construction at San Quentin State Prison</b>	
1927	<p>West block construction was completed, adjacent to existing exterior wall (SQSP 1995)</p> <p>The female prison, now the Neumiller Infirmary, was constructed for \$147,583. The building was constructed of reinforced concrete, and measured 127 x 141 feet. This facility converted to a hospital in 1934 after the female prisoners were transferred to Tehachapi Women's Prison.</p> <p>The yard shed was constructed through private donation.</p>
c. 1930	<p><b>Building 22 was modified. Changes included the addition of stairs to the “old” and “new” hospital façades. The education building (part of Building 22) was completed on the roof of the original dining room.</b></p> <p>East block was constructed for \$304,664 adjacent to existing exterior wall of east rotunda. The facility was constructed of reinforced concrete (63 x 340 feet) on reinforced concrete foundations with concrete floors, stucco finished walls and a slate roof. The facility provided 570 cells that could house 1,140 inmates. It should be noted that this facility was not built exactly to 1909 plans (SQSP 1995).</p>
1932	<p>May 16: final plans were completed for north cell block and solitary confinement.</p> <p>Female prisoners were moved from San Quentin to Tehachapi Women's Prison.</p>
1933	Building 50 (portion) and warehouse 5 were constructed.
1934	The north block was constructed (SQSP 1995).
c. 1936	The death row housing unit was constructed above north block as a segregated sixth floor maximum security unit with a capacity of 68 single cells.
1936	<p>Building 76, the dairy building, was constructed.</p> <p>Staff residences 54–64 (even), 71–77 (odd) and 68–80 (even) were constructed north of Valley Way. These were designed in the English Revival style, with residential quarters above the garage.</p>
1938	Building 65, the landscaping department building/out grounds/green house, was constructed. This building has a full panel corrugated metal sliding door and sash windows.
1940	<b>Warden Duffy abolished use of the dungeon for solitary confinement. Metal doors were removed from cells and building was used for storage.</b>
1944	Building 54 was originally built as a garage. The building is now used for storage.
1945	The first rules and regulations of the Department of Corrections were issued; the inmate welfare fund was established; the term “guard” was changed to “correctional officer.”
1946	Steel Quonset huts were installed in general population yard for vocational plumbing, painting, and other programs; they were demolished in 1978.
1946	Tower 5 was constructed. Tower 5 has had no apparent alterations.
1947	The prison name changes from San Quentin State Prison to San Quentin Correctional Training Facility.
1950	The west block annex was constructed as offices for a reception center.
1950	Building 73, old veterinary building, was constructed. Some windows have been replaced.
1950	The old butcher shop building, near dairy building (76) was constructed. The building appears to have been layered with stucco.
1950	Building 71, ranch kitchen/dining hall, was constructed.
1955	The old jute mill burned down.
1956	The cotton textile mill opens; its production ceased in 1969.
1956	Construction of CMU Buildings.
1957	<b>End of 50-year Period of Significance for San Quentin State Prison, as of 2007.</b>
1958	The chapel complex was constructed.
1959	The adjustment center was constructed (SQSP 1995).
1961	The refrigeration building, opposite the dairy building (76) was constructed. This building has metal siding with metal casement windows and a metal sliding door.

<b>Table 4.4-1</b> <b>Chronology of Important Events and Construction at San Quentin State Prison</b>	
1965	June 1: Construction began on the inmate activities building (gym) on the site of the old jute mill.
1967	Major inmate disturbances erupted, including assaults, stabbings, and shootings.  The west block annex was partially destroyed by fire.  A major renovation effort, including classrooms and guard posts was described by Nelson (not cited): "All sections have recently been completely renovated with fire alarms and sprinklers, new plumbing, electrical, heat and air interchange and then repainted as part of renovation programs. Due to the fact that saltwater had originally been used in all the cellblocks until 1967 for showers and commodes, the piping had deteriorated to the extent that not only did new plumbing have to be provided for the new freshwater system, but new toilets and sinks as well." (SQSP 1995)
1969-70	"Job Core" portable buildings were moved to San Quentin for 108 inmate housing units.
1971	Correctional Officer Leo Davis was murdered by inmates who were part of the "Black Panthers" revolutionary group; Inmate George Jackson freed 23 inmates who proceeded to kill three correctional officers: Sergeant Jerry Graham, Frank Deleon, and Paul Krasenes. As a result, San Quentin State Prison was nearly closed by the governor.
<b>1974</b>	<b>Prison library moved to education building (located on the south end of Building 22)</b>
<b>1977</b>	<b>The sash and blind building was demolished, allowing Building 22 to open directly onto the yard.</b>
<b>1978</b>	<b>Exterior of Building 22 ("new" hospital) underwent sandblast cleaning treatment</b>
1983	H-Unit was constructed for \$3 million.
1985	Level IV prisoners are transferred from San Quentin to newly operational maximum-security prisons in other areas of California; San Quentin becomes a Level II prison.
1988-89	The inmate dorms were constructed, replacing "Job Core" units.
<b>2006</b>	<b>Because of seismic safety concerns, with the exception of the library facility, Building 22 was vacated.</b>
Source: Data compiled by Jones and Stokes in 2007; SQSP 1995, SQSP 2002	

### Known Important Cultural Resources within the Project Area

Based on the records search, research, and site visit conducted on April 10, 2007, one group of five connected buildings, Building 22, located on the project site at the location of the proposed new medical facility, was identified as historically significant. This building is described in greater detail below and identified in Exhibits 4.4-1a through 4.4-1f. No known cultural resources (historical or archaeological) are present at the warehouse site.

#### *Description*

Building 22 (Exhibit 4.4-1a through 4.4-1f) is located in the project site. The building sits within the high security perimeter walls of the prison facing north to south on a steeply sloped site. It is composed of five discreet elements (each serving a different function) of varying heights constructed over a 78-year span. For the purposes of this report, the elements are referred to as Components A through E (Exhibit 4.4-2), based on the designations provided in Appendix C, the Historic Structures Report (SQSP 2002). The footprint of the existing Building 22 is approximately 52 feet wide by 428 feet long. Each building component is generally flat roofed and walls are mostly brick with some plaster finish. The ground floor on the north end, also known as the dungeon, features walls comprised of granite. Over time, portions of Building 22 have housed a variety of functions including prison cells, hospital wards, library, classrooms, chapel, mess hall and kitchen. Due to structural instability, the building is now mostly vacant.



Source: EDAW 2006

**Building 22, West Elevation Showing Components A and B**

**Exhibit 4.4-1a**



Source: EDAW 2006

**Building 22, East Elevation Showing Components A and B**

**Exhibit 4.4-1b**





Source: EDAW 2006

**Dungeon, North Elevation**

**Exhibit 4.4-1c**



Source: EDAW 2006

**“New” Hospital, East Elevation**

**Exhibit 4.4-1d**



Source: EDAW 2006

**Education/Library Building**

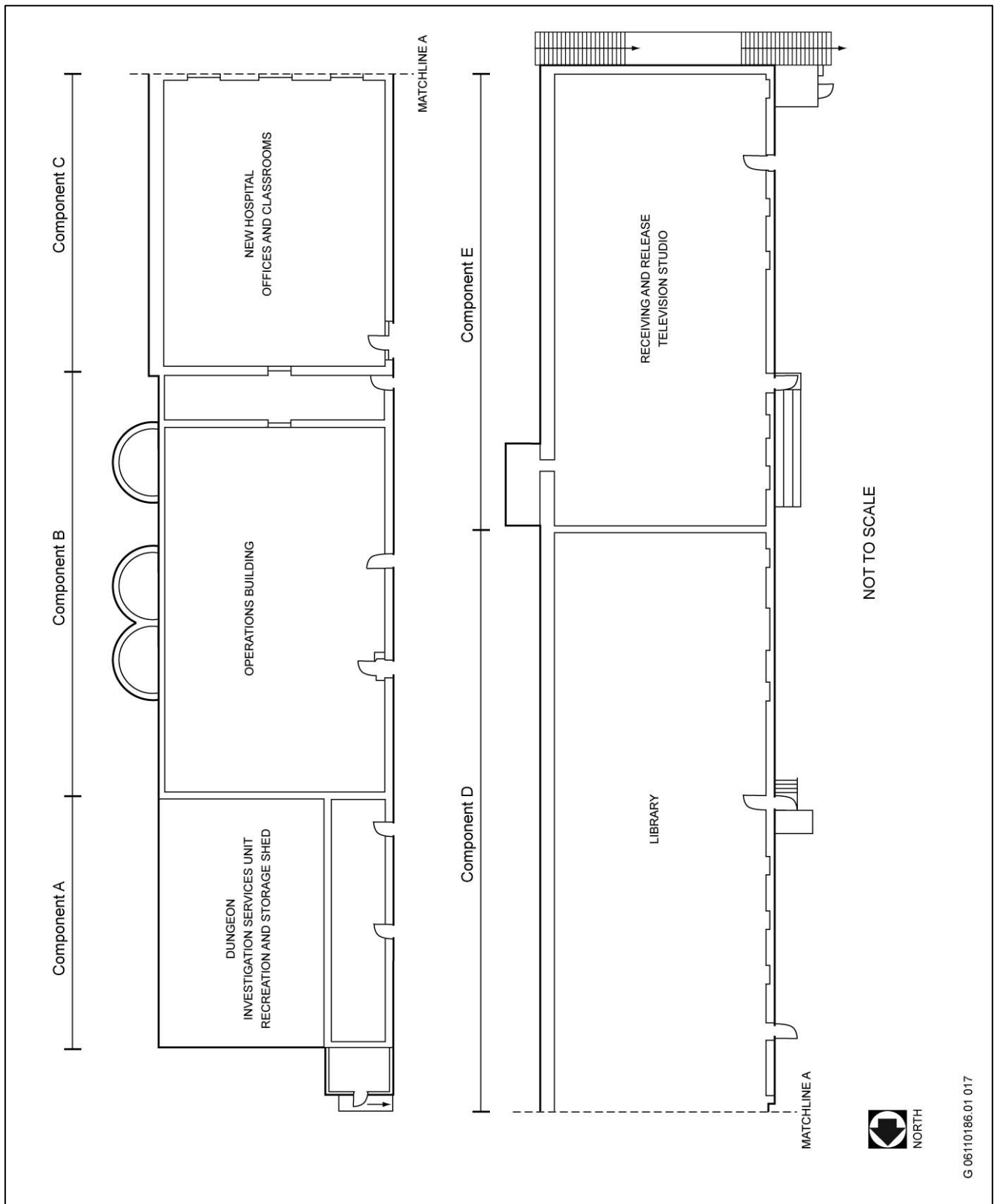
**Exhibit 4.4-1e**



Source: EDAW 2006

**Replaced/Filled Windows on “Old” Hospital**

**Exhibit 4.4-1f**



Source: Carey & Co. Inc. 2006

## Building 22 Components

Exhibit 4.4-2

Component A (the northern portion of Building 22) is comprised of four separate yet dependent parts; the dungeon, the Investigation Services Unit (former “old hospital”), a recreation shed, and a storage shed. The dungeon is a granite block walled structure located on the mezzanine level. The Investigation Services Unit is a two-story masonry walled building that sits atop the dungeon. The recreation shack is a brick building attached to the west wall of the dungeon and a small concrete masonry unit storage shed is located to the north of the recreation building. The storage shed is a noncontributing element of Building 22 (Carey & Co. 2002; Appendix C).

Component B is located to the south of Component A and is a three-story brick walled element with plaster finish known as the operations building and is accessible from the east side.

Component C is a three-story brick and wood frame structure to the south of Component B that originally served as the “new” hospital and until recently housed offices and classrooms.

Component D is located just south of Component C and is known as the library or education building. Like Components B and C, it is a three-story building with a guardhouse at the north end. It currently houses the library.

Component E is located on the south end of Building 22. The brick building originally housed a portion of the dining hall and in recent years functioned as part of the Receiving and Release as well as the prison television studio.

### *Significance*

Building 22 is a group of five connected building components (A, B, C, D, and E), including four of the oldest buildings remaining at SQSP, and it is among the oldest remaining in the CDCR system. The dungeon, built in 1854, may be the oldest extant building constructed by the State of California. Building 22 meets the criteria for listing in the CRHR under Criterion 1 for its association with the history and development of SQSP from the late 19th to the early 20th century. Because the consolidated group of buildings meets the criteria for the CRHR, it is a historical resource for the purposes of CEQA. As detailed in Appendix C, the Historic Structures Report for Building 22 (Carey & Co. 2002) evaluates the interior and exterior features of this complex structure for historical significance using the following ratings:

*Very Significant:* The space or components are central to the building’s architectural and historic character.

*Significant:* The space or components are associated with the qualities that make the building historically important. They make a major contribution to the structure’s historic character.

*Contributing:* The space or components may not be extraordinarily important as isolated elements but contain sufficient historic character to play a role in the overall significance of the structure.

*Non-contributing:* The space or components are not historic, or are historic but have been substantially modified. Little or no historic character remains.

As discussed above, Building 22 is comprised of five connected building elements. Components A, B, and E (originally comprised of the dungeon, “old” hospital, old dining room, female holding room, and tailor shop) were constructed between 1854 and 1861. Component C, the “new” hospital, was built in 1885 and Component D (education/library building) was added in the early part of the 20th century. The period of significance for Building 22 is 1854, the initial year of construction, to c. 1930, the year the last building component was constructed. Both the exterior façade and many interior features of this building have been found to be historically significant, as described in detail in Appendix C.



Building 22 is essentially a microcosm of the development of SQSP over a period of nearly 100 years that saw the prison evolve from a harsh environment to a more modern facility undergoing a period of reform. In the mid-19th century, emphasis was placed on punishment, security, and function. The dungeon, the oldest part of Building 22 with its two-foot-thick granite walls, small interior cells designed for 2-4 inmates each, and heavy iron doors, is indicative of this punitive mentality. Additional components of Building 22 dating to this period (A, B, and E) were all also built purely for function. The architectural styling of this period was modest and represented by the sturdy granite walls of the dungeon as well as the simplistic brick and plaster walls of the remainder of the building. Little to no decorative architectural detailing was present at this time.

By the late 19th to early 20th century, the prison experience focused on rehabilitation and education rather than punishment, as is evident in the modifications made to Building 22. During this time, Building 22 saw the construction of a new modern hospital in addition to the education/library building. Solitary confinement replaced corporal punishment in the dungeon. As an institutional facility overall, the architectural designs of the newer components of Building 22 (C and D) remained subdued; however, more emphasis was placed on style and detailing. The “New” 1885 Hospital, for example, was designed in an Institutional Italianate style complete with arched brick windows with brick quoin accents, decorative brick cornice, and corbelled brick belt course. As noted in the Historic Structures Report (Carey & Co. 2002: 29), “very significant” aspects of the historic fabric of this building include large-scale paintings that were installed in the education/library building and impressive heavy timber wood trusses were incorporated into the ceiling of the library building. From its initial construction in 1854 to its final addition (the education/library building) in c. 1930, Building 22 clearly represents the period of significance at SQSP demonstrating its evolution from a dark and grim period to one of progress and reform.

Most alterations to Building 22 occurred in the interior and include nonhistoric interior finishes and partition walls, in addition to interconnecting passageways between each building element. As shown in Exhibit 4.4-1f, exterior modifications include some filled-in or replaced windows and doors. Despite these alterations, Building 22 remains a strong physical reminder of the prison in its early years. It retains its character-defining features (such as granite, plaster finished and exposed brick walls, historic door and window openings, and a timber wood truss ceiling in the library), as well as integrity of setting, location, workmanship, feeling, and association.

#### **4.4.2 REGULATORY BACKGROUND**

The California Environmental Quality Act (CEQA) and the State CEQA Guidelines provide five basic definitions as to what could qualify as a historical resource. Specifically, CEQA Section 21048.1 (Division 13 of the California Public Resources Code [PRC]), in relevant part, provides a description for the first three of these definitions, as follows:

...a historical resource is a resource listed in, or determined to be eligible for listing in, the California Register of Historical Resources. Historical resources included in a local register of historical resources, as defined in PRC §5020.1(k), are presumed to be historically or culturally significant for purposes of this section, unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant. The fact that a resource is not listed in, or determined to be eligible for listing in, the California Register of Historical Resources, not included in a local register of historical resources, or not deemed significant pursuant to criteria set forth in PRC §5024.1(g) shall not preclude a lead agency from determining whether the resource may be a historical resource for purposes of this section.

Each of the first three definitions provided in the CEQA statute are described in further detail below, followed by a list of any on-site or nearby historical resources that could meet those definitions.

- **Definition 1: Listed in the CRHR.** There are several ways in which a resource can be listed in the CRHR, which are codified under Title 14 of the California Code of Regulations, Section 4851 as follows:
  - a. A resource can be listed in the CRHR by the State Historical Resources Commission.
  - b. If a resource is listed in or determined eligible for listing in the NRHP, it is automatically listed in the CRHR.
  - c. If a resource is a California State Historical Landmark, from No. 770 onward, it is automatically listed in the CRHR.

A historical resource may be eligible for inclusion on the CRHR if it:

- is associated with events that have made a significant contribution to the broad patterns of California's history or cultural heritage;
- is associated with the lives of persons important in our past;
- embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
- has yielded, or may be likely to yield, information important in prehistory or history.

A resource must also retain the integrity of its physical identity that existed during its period of significance. Integrity is evaluated with regard to retention of location, design, setting, materials, workmanship, feeling, and association.

There are no historical resources on the project site currently listed in the CRHR.

- **Definition 2: Determined eligible for the CRHR by the State Historical Resources Commission.**

There are no historical resources on the project site that have been formally determined eligible for the CRHR.

- **Definition 3: Included in a local register of historical resources.** Per PRC Section 5020.1(k): "Local register of historic resources" means a list of properties officially designated or recognized as historically significant by a local government pursuant to a local ordinance or resolution.

Because SQSP is a state-owned facility, local agencies (i.e., Marin County) have no such historic designations that apply to resources at SQSP.

State CEQA Guidelines Section 15064.5 supplements the statute noted above by providing two additional definitions of historical resources. A historical resource is a resource that is:

- **Definition 4: Identified as significant in a historical resource survey.** Per the requirements of PRC Section 5024.1(g), a resource identified as significant in a historical resource survey may be listed in the CRHR if the survey meets all of the following criteria:
  - The survey has been or will be included in the State Historic Resources Inventory.
  - The survey and the survey documentation were prepared in accordance with office procedures and requirements.
  - The resource is evaluated and determined by the office [of Historic Preservation] to have a significance rating of Category 1 to 5 on DPR Form 523.
  - If the survey is five or more years old at the time of its nomination for inclusion in the CRHR, the survey is updated to identify historical resources which have become eligible or ineligible due to

changed circumstances or further documentation and those which have been demolished or altered in a manner that substantially diminishes the significance of the resource.

- **Definition 5: Determined by a lead agency to be historically significant.** The fifth and final category of historical resources encompasses those that are determined significant by a lead agency. This usually occurs during the CEQA compliance process, such as the preparation of this DEIR. According to State CEQA Guidelines Section 15064.5(a)(3):

Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be a historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the CRHR (PRC Section 5024.1, Title 14 CCR, Section 4852)....

As described in the preceding section, one group of five connected buildings (Building 22) on the project site was identified as historically significant during the PRC Section 5024.5 consultation process with the SHPO. Potential impacts on this group of historical resources were discussed with the SHPO or staff from the Office of Historic Preservation (OHP) during a field visit on April 10, 2007 and a subsequent meeting on April 17, 2007.

#### **4.4.3 ENVIRONMENTAL IMPACTS OF THE PROJECT**

##### **THRESHOLDS OF SIGNIFICANCE**

The project would have a significant effect on cultural resources if it would:

- cause a substantial adverse change in the significance of a historical resource;
- cause a substantial adverse change in the significance of an archaeological resource; or
- disturb any human remains, including those interred outside of formal cemeteries.

##### ***Historical Resources***

State CEQA Guidelines Section 15064.5, "Determining the Significance of Impacts to Historical Resources and Unique Archaeological Resources," has been applied to this project to determine the project's significant effects on historical resources. Therefore, the project would result in a significant impact if it causes a substantial adverse change in the significance of a historical resource, based on the following criteria established by the State CEQA Guidelines:

- (b) A project with an effect that may cause a substantial adverse change in the significance of a historical resource is a project that may have a significant effect on the environment.
  - (1) Substantial adverse change in the significance of a historical resource means physical demolition, destruction, relocation, or alteration in the resource or its immediate surroundings such that the significance of a historic resource would be materially impaired.
  - (2) The significance of a historical resource is materially impaired when a project:
    - (A) Demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion in, the California Register of Historical Resources; or

- (B) Demolishes or materially alters in an adverse manner those physical characteristics [of a historical resource] that account for its inclusion in a local register of historical resources (pursuant to PRC Section 5021.1[k]), or its identification in a historical resources survey meeting the criteria in PRC Section 5024.1(g), unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or
  - (C) Demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its eligibility for inclusion in the CRHR as determined by a lead agency for purposes of CEQA.
- (3) Generally, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1995), Weeks and Grimmer, shall be considered as mitigated to a level of less than a significant impact on the historical resource.

### ***Archaeological Resources***

CEQA protects archeological resources in the following manner:

- When a project would affect an archaeological site, a lead agency shall first determine whether the site is a historical resource, as defined in Section 15064.5(a) of the State CEQA Guidelines.
- If a lead agency determines that the archaeological site is a historical resource, it shall refer to the provisions of PRC Section 21084.1, and Section 15126.4 of the State CEQA Guidelines, and the limits contained in PRC Section 21083.2 do not apply.
- If an archaeological site does not meet the criteria defined in subsection (a), but does meet the definition of a unique archeological resource in PRC Section 21083.2, the site shall be treated in accordance with the provisions of Section 21083.2.

### **EFFECTS ON KNOWN IMPORTANT CULTURAL RESOURCES**

#### ***Building 22***

The proposed project would result in the demolition and removal of the majority of Building 22. Because Building 22 appears eligible for listing as a historical resource in the CRHR, demolition of any portion of this building would be a significant impact.

Under the proposed project, with the exception of the dungeon component and the original façade of the 1885 “new hospital”, the existing 54,100 gross square-foot Building 22 would be demolished and replaced with a new five-story CHSC building located on less than 1 acre in the eastern part of the prison grounds, adjacent to and east of the general population yard and adjacent to the main prison on a site currently occupied by Building 22. The new CHSC would be constructed on a site that drops in grade elevation from east to west. This grade elevation drop is approximately 26 feet at the easterly edge of the project site. The existing dungeon and the original façade of the 1885 “new hospital” (see Exhibit 4.4-3a and 3b), located on the ground floor on the north end of Building 22, would be preserved. The dungeon component would undergo minimal alterations, and any alterations would be focused on seismic retrofit necessary to bring the element up to the State Historical Building Code. The proposed project design would preserve the original face of the 1885 “new” hospital (see Exhibit 4.4-3b) and would attempt to preserve or replicate the look and feel of the original face of Components A and B (see Exhibit 4.4-3c) located on the east elevation.



*The proposed project would require demolishing the majority of Building 22. The project would materially and adversely alter the physical characteristics of Building 22, which is eligible for listing on the CRHR. For this reason, the proposed project would have a significant impact on historic resources (4.4-a).*



Source: EDAW 2006

**View of Dungeon Component**

**Exhibit 4.4-3a**



Source: EDAW 2006

**View of 1885 “New” Hospital Component**

**Exhibit 4.4-3b**



Source: EDAW 2006

**View of Components A and B**

**Exhibit 4.4-3c**

## **EFFECTS ON UNKNOWN (BURIED) IMPORTANT CULTURAL RESOURCES**

The developed nature of the project site limited archaeological investigations. Although no archaeological resources have been listed or recorded within the project area, the long-term history of the SQSP indicates that potential exists to encounter as of yet unknown archaeological material during project-related construction activities (i.e. trenching and grading) at either the medical facility site or the warehouse site.

*Because project-related construction activities could disturb previously unknown, buried important cultural resources, this would be a potentially significant impact (4.4-b).*

### **4.4.4 PROPOSED MITIGATION MEASURES**

#### **SIGNIFICANT IMPACTS THAT CAN BE MITIGATED TO A LESS-THAN-SIGNIFICANT LEVEL**

##### **4.4-b: Effects on Unknown (Buried) Important Cultural Resources**

- If earthmoving activities during construction uncover historical features or artifacts, or unusual amounts of stone, bone, or shell, CDCR will stop potentially destructive work in the vicinity of the find and consult with a qualified archaeologist. The archaeologist will assess the find to determine if it is a historical resource or unique archaeological site, and recommend treatment, as appropriate. CDCR will consult with the SHPO on the nature and treatment of potentially significant discoveries, and required treatment will be conducted before resuming construction at the site of the discovery.
- If bone is uncovered and the bone appears to be human, California law requires that the County Coroner be contacted and the Native American Heritage Commission be notified if the remains are of Native American origin. Construction personnel will be alerted to the possibility of buried archaeological resources in the project area before construction activities begin, and will be educated as to identification

of archaeological artifacts. With implementation of this measure, this potential impact would be reduced to a less-than-significant level.

## **SIGNIFICANT AND UNAVOIDABLE IMPACTS**

### **4.4-a: Effects on Known Important Cultural Resources (Building 22).**

Under the proposed project, a major portion of Building 22, with the exception of the dungeon component, the original façade of the 1885 “new” hospital, and where feasible, the retention of the façade for Components A and B, would be demolished and removed. This would result in a substantial adverse change in a historical resource. This significant impact cannot be avoided.

However, mitigation measures for reducing this impact have been developed and are being considered within the context of the design/build process. The feasibility of the specific mitigation measures described below will be assessed during project design and implemented based on the following criteria:

- Ability to preserve the very significant, significant, and contributing elements of Building 22, as defined in the Historic Structures Report (Carey & Co. 2002);
- The need to meet structural integrity and safety requirements related to the structural components of Building 22, including exterior facades;
- The integration of historic preservation and reuse with the basic goals and objectives defined for the project; and
- Financial impact to the State.

The following measures have been incorporated in the request for proposals (RFP) for the design/build process and will be implemented based on the criteria noted above:

- Preservation and/or reuse of any historic items, relics, antiques, or similar objects of interest or value to the State that may be uncovered during demolition of Building 22. All such items will remain the property of the State.
- Preservation or reuse of significant historic fabrics of Building 22. The proposed design of the new CHSC building will include specific historic elements of Building 22. The historic structures report for Building 22 (SQSP 2002) lists the very significant, significant, and contributing historic fabric elements of each building component. These lists will be referred to in determining the specific historic elements that will be incorporated into the design of the proposed building and/or removed for preservation to another building or location. The following elements will be preserved or reused:
  - *Dungeon.* The dungeon component will be preserved and will undergo minimal alterations for seismic retrofit to State Historic Building Code requirements for unoccupied space. The proposed CHSC will not penetrate or otherwise alter the existing dungeon space.
  - *Hospital Façade.* The existing eastern façade of the 1885 “new” hospital component will be preserved in place and will be incorporated into the exterior design of the new CHSC.
  - *Façade of Components A and B.* The eastern façade of building Components A and B located just north of the 1885 hospital contribute to the feel of a “village square” along the courtyard to the east of Building 22. Preservation of the historically significant elements of this façade will be incorporated, to the extent feasible, into the proposed project. The Historic Structures Report (SQSP 2002)

indicates the eastern façade of Building 22 was the most significant character defining feature of Building 22; therefore, incorporation of the façade into the proposed project would lessen the adverse effect of demolition of the rest of Building 22.

If some or all of this façade cannot be preserved, then the proposed project will replicate the look and feel of this façade in the new building. The proposed project will also be sensitive to the wall and window detailing as *currently expressed in the existing façade. The current building reads as a series of multiple buildings that are built in a row. The proposed project design will capture this feel in the new building.*

- *Dedication Plaques.* Two bronze dedication plaques currently located on Building 22 will be preserved in place with the existing façade as described above. If preservation of these two plaques is not possible, then they will be protected and salvaged for reuse in the proposed project.
  - *Wall Murals/Paintings.* One wall mural and two large-scale paintings are located in Building 22. The paintings will be protected and salvaged for reuse in the proposed project, but the mural is not feasible to preserve.
  - *Library Roof Trusses.* The library component of Building 22 features heavy timber wood trusses that are of historical significance. As part of the proposed project, these trusses will be protected and salvaged. If feasible, some or all will be incorporated into the proposed project
- Design of the new CHSC will be sensitive to the historic values of Building 22 and will reflect the character of San Quentin State Prison in terms of scale, size, and color. Representatives of the Receiver shall direct the design team to implement architectural features that compliment the style of existing structures at SQSP.
  - If the eastern façade of Components A and B cannot be preserved because of structural or operational infeasibility, recordation of the five building components that comprise Building 22 to the Level I standards of the Historic Architectural Building Survey and Historic American Engineering Record (HABS/HAER) (i.e., photographing the site and preparation of a report that documents the history of the building) will be conducted.
  - As requested by the SHPO on April 17, 2007, measured drawings for the HABS/HAER documentation would only be required if some or all of the eastern façade of Component A and Component B cannot be retained. If this façade can be preserved and incorporated into the proposed building, then a lower standard of archival documentation than HABS Level I would be required, and measured drawings would not be necessary.
  - The HABS/HAER documents will be submitted by CDCR to the OHP and to the local historic preservation society.

The recommended mitigation would preserve historically significant elements of Building 22 to the degree it is feasible to do so, as well as appropriately document and record the conditions of Building 22. However, even with implementation of all of the above recommended mitigation, this impact would not be reduced to a less-than-significant level because a major portion of the historically significant building would be demolished. No other feasible mitigation is available. This impact would be significant and unavoidable.